

May 17, 1977

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DRAFT

REORGANIZATION
EXECUTIVE COMMITTEE

FEDERAL PERSONNEL MANAGEMENT
PROJECT

CHAIRMAN: ALAN CAMPBELL, CSC;
VICE CHAIRMAN: W. GRANQUIST, OMB

WORKING GROUP

HOWARD MESSNER, OMB, CO-CHAIRMAN
JULE SUGARMAN, CSC, CO-CHAIRMAN;
(COMPRISED OF 10-13 SELECTED
PROGRAM, ADMINISTRATIVE AND
PERSONNEL OFFICIALS; ASST.
SECRETARY LEVEL).

PROJECT STAFF

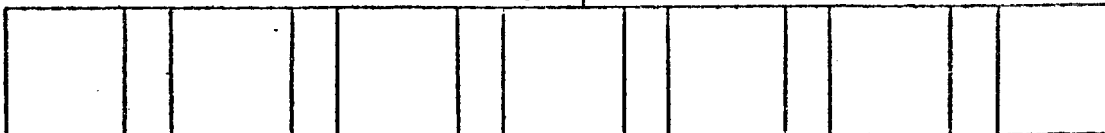
EXECUTIVE DIRECTOR

5-10 STAFF DRAWN FROM
AGENCY DETAILEES AND
CONSULTANTS

*CSC
OMB
+ heavily by Agency
detailees on full
time work.*

*Ultimately lead to
new Civil Service
Law*

TASK FORCES



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PROSPECTUS: THE FEDERAL PERSONNEL MANAGEMENT PROJECT

I. General

- A. Objectives: The objectives of the proposed study are:
1. To examine the present Federal personnel policies, processes and organization to determine what improvements are required to meet the objectives of Federal programs and policies; and
 2. To recommend appropriate process, regulation, legislation and organizational solutions.
- B. Prior Work: While the objectives of the study imply a broad, bottom to top study, it is recognized that many aspects of the present personnel and management systems have been analyzed at length. The problems have been well documented and many alternative corrections have been described. We expect the project to build on that work and to be a decision-forcing, action-oriented process.
- C. Products: The study should lead to administrative action; new regulations by the Commission or OMB; reorganization through a reorganization plan; and legislative proposals including the possibility of a comprehensive "Civil Service Reform Act."

II. Mechanics of the Study

- A. Study Group Staff and Oversight
1. Oversight of the study would be provided by the Chairman of the CSC and the Associate Director for Administrative Management at OMB as Chairman and Vice Chairman, respectively, of a Federal Personnel Management Project. They would be assisted by a Working Group of management and personnel officials. There would be a small full-time staff under an executive director. This staff would be supplemented by details of CSC and agency staffs as well as by using consultants.
- B. Responsibilities
1. Chairman and Vice Chairman, in consultation
 - a. Establish a statement of objectives for Federal personnel and management systems.

- b. Approve Study Plan (scope, agenda, priorities).
 - c. Review and approve findings.
 - d. Provide public and Congressional awareness.
- 2. The Working Group
 - a. Agency input to issue identification and studies.
 - b. Direct participation in staff studies as requested; operational guidance to project staff.
 - c. Assistance in obtaining cooperation from the agencies.
- 3. Project Staff
 - a. Day-to-day management of study efforts.
 - b. Staff support to Management Project, working group and task forces.
- 4. The ad hoc task forces would be organized around issues identified by the working group and project leadership and would be comprised of CSC staff, selected OMB personnel experienced agency personnel, and outside consultants. In some cases members of the working group would be involved.
- C. Advice and Consultation: Advice and consultation would be sought in a variety of ways. During the fact-finding phase, and under the direction of the project leadership, the following would be accomplished:
 - 1. Seek the advice of private or public experts as consultants.
 - 2. Seek the comments of appropriate interest groups, for example:
 - a. Unions
 - b. Professional organizations
 - c. System critics
 - d. Adversary groups
 - e. Public Interest groups

- f. Minority and women's representatives
 - g. Academic groups
 - h. Congress
3. Hold public hearings.
 4. Publish ideas in the Federal Register for public comment.

D. Spin-off Approach

1. It is intended that the study group would define and structure its work so that pieces could be spun off and acted on throughout the period of the study. Hopefully, some pieces could be completed within two or three months.
2. Relation to ongoing policy and program development work. The study group will find that for many of the issues on the agenda, the CSC, OMB or others have already started studies. We expect that these will come under the purview of the studies staff, but utilizing CSC, OMB or agency staff working on them.

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More Response with fewer
resources.

Products will emerge piece meal
overall goal is 2 years.

Intend to involve this group.

Grade creep & downward classification
anticipate policy statement on downgrading
by Carter.

More flexible relationships with the individual
agencies.

Experimentation in recruiting and examining

Executive Management Service
narrowing career & non-career in top jobs.

Long (25yr) range planning

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QUESTIONS FOR CONSIDERATION BY
THE FEDERAL PERSONNEL MANAGEMENT PROJECT
TASK FORCES

Will start forming T.F.'s next wk.
Each individual is T.F.

[Note: It is anticipated that the work of the task forces will build upon a Statement of Federal Personnel System Objectives developed by the Working Group and Advisory Committee. The questions posed below are to be related to those objectives.]

I. Roles in and Organization for Personnel Management

- A. What should be the respective roles of the President, the central personnel agency, OMB and the Labor Department?
- B. Should certain functions such as adjudication and enforcement be separated from the central personnel agency?
- C. How should authority be divided between the central personnel agency and the operating agencies? Should the pattern vary depending on size and competency? Should the Commission negotiate performance contracts with agencies as a mechanism for delegation?
- D. What mechanisms should exist to coordinate personnel planning among separate federal systems?

II. Interface of non-civil service career systems with the Competitive Civil Service

- A. How can the coordination and interfaces among the systems be improved? (e.g. pay, transfers between systems).
- B. Should part or all of these systems be consolidated with the main civil service system?

III. Definition of Career and Non-Career Positions

- A. Should the present division between "competitive" systems be modified to include certain types of positions (e.g. high level managerial) which are competitive, but have limited tenure rights? Do we need a senior executive corps?
- B. Should the numbers of Schedule "C" and "NEA" positions be increased or decreased?
- C. Should the coverage of Schedule "A" be changed to more clearly reflect its purposes?

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- D. Should agencies be given greater authority over the qualifications and salaries of NEA appointees? Could agencies be given a lump sum with authority to determine numbers of positions and salaries?

IV. Selection of Employees to Fill Positions

- A. Do the present examining processes meet the system's objectives for hiring employees from outside the government? If not what additional methods should be considered? Modifications of the rule of three? Merit Scholar? Assessment for outstanding individuals? Interns and Fellows? Separate examinations for economically or socially disadvantaged?
- B. Do present testing techniques need improvement?
- C. Do the present promotion, transfer, reinstatement and lateral entry processes meet the systems criteria? If not, what other methods should be considered? Promotion from within policies? Encouraging mobility among agencies?
- D. Should Veterans Preference and/or apportionment legislation be changed?
- E. In periods of high unemployment, should public service jobs be created in Federal agencies? What should their relation be to regular jobs?
- F. How can the mechanics and timeliness of the examining and certification systems be improved?

V. Development of Employees

- A. Do we need improved mechanisms to (a) increase mobility among agencies, (b) permit employees to take short term developmental assignments, (c) permit employees to obtain experience in the private and voluntary sectors and/or in state and local governments?
- B. How can training programs be improved? To what extent should government and employees share the costs? To what extent should government do its own training?
- C. How can we best strengthen supervisory and managerial competence?

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- D. Should employee competence be periodically recertified in certain fields?
- E. How can the central personnel agency assist agencies in making sure employees know the content of their job, as distinct from general knowledge (e.g. does the Social Security Claims Examiner know the regulations)?

VI. Work Force Planning

- A. How should government decide whether to hire employees or to contract out work?
- B. Should the government be involved in life cycle planning?
- C. What system should be used for developing mid-term and long term manpower projections.
- D. Can planning help to achieve affirmative action objectives?
- E. Should the position ceiling system be continued? Should there be a total control of manpower, including part-time, temporary contracted out; however provided?

VII. Salaries and Benefits

- A. What improvements are needed in the system of classification and qualification standards?
- B. Can financial incentives be used to improve employee performance?
- C. How should the principle of comparability be broadened to (1) include both base salary and benefits, (2) include comparisons with state and local governments?
- D. Should there be (1) a system for paying clerical and technical personnel on a local wage rate basis? (2) A separate compensation system for managerial employees?
- E. How can costs be controlled and benefits maximized in health and insurance programs?
- F. What changes should be made in the retirement systems and its financing?
- G. What are the tradeoffs among base salary improvements and benefits

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improvements within the context of limited federal funds?
Should periodic step increases be modified?

H. How should grade escalation be controlled?

I. How should supergrades be managed?

VIII. Improving Productivity

A. Can the effectiveness of supervisors and managers be strengthened by (a) greater delegation of authority, (b) more participation in policy development and administrative management systems, (c) better selection methods and (d) better training?

B. What should the government be doing in job engineering, work simplification, manpower utilization, systems analyses and who should be doing it?

C. How can reward and penalty systems be used to enhance productivity?

D. To what extent can work standards be developed and used in Federal activities?

E. How can performance evaluation systems, including managerial performance be improved?

F. What changes are required in disciplinary and grievance systems? Should management be permitted greater discretion in separating marginal employees?

IX. Labor/Management Relations

A. To what extent should government support an expansion in the scope of collective bargaining? How should collective bargaining relate to civil service laws and regulations? Should there be legislation?

B. How should the government structure itself to engage in negotiation? What should the respective roles be for the central personnel agency, OMB, the Labor Department, NLRB and any new agency? What should be centralized and decentralized?

X. Equal Employment Opportunity/Affirmative Action

[Note: Issues related to this question will develop in most of the areas above. Responsibility should be assigned to a task force

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however, to develop a coherent approach and philosophy covering all elements of the personnel program.]

XI. Federal, State, Local Interface In Personnel Management

- A. Should the IPA grant program be modified or expanded?
- B. Are improvements in the mobility program needed?
- C. Can work-sharing and cost-sharing approaches be expanded in the areas of testing, recruiting, training; position standards or other processes?